# A PLAN FOR CIVILIAN SEARCH AND RESCUE IN MASSACHUSETTS



Submitted To Governor Paul Cellucci and Lieutenant Governor Jane Swift January 18, 2000

Massachusetts Executive Office of Public Safety Jane Perlov, Secretary This Plan for
Civilian Search and Rescue
is Dedicated to the Memory of
Melissa Gosule

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	I.
	INTRODUCTION
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#### INTRODUCTION

In 1999, there were more than 146 searches for missing persons performed by the Massachusetts State Police. This number does not take into account the many searches performed by local police departments. In many of these search and rescue operations, public safety officials were joined by civilian volunteers at the scene, offering to assist in the search. Indeed, Massachusetts is fortunate- there is no shortage of ordinary people willing to sacrifice their time and put forth efforts to help find a missing loved one, neighbor, or even a total stranger.

Such was the case in July of 1999, when Melissa Gosule was reported missing. A large number of civilians, seeking to assist law enforcement in the search effort, responded to the scene.

In every instance when a person is missing, time is of the essence. It is critical that all available resources be brought to bear in the attempt to locate the individual. As this proposal will show, the Commonwealth, through the Massachusetts State Police, already has a strong search and rescue response component in place. This proposal is intended to augment this effort through the controlled integration of civilian resources.

The attached plan formalizes Search and Rescue capabilities within the Commonwealth and enhances such efforts with the utilization of civilian volunteers. While the operation of all missing person searches should remain a law enforcement function, there is a need to integrate the services of civilian volunteers, both trained and untrained, into large-scale search efforts.

All resources, including civilian volunteers, must be managed in an organized, efficient manner under the supervision of law enforcement/public safety personnel at the scene. This proposal will provide for the most efficient utilization of civilian resources in missing person searches so as to assist law enforcement in locating missing persons without jeopardizing searches or the integrity of evidence, and to ensure that search and rescue operations in the Commonwealth are successful.

#### **OBJECTIVE**

To formalize operational and administrative procedures for civilian volunteers and resources for Search and Rescue activities within the Commonwealth of Massachusetts.

#### SEARCHES / SUBJECTS

Most subjects of lost person search operations are people who have become spatially disoriented, such that they are unable to identify their present location and have no means or methods for re-orientating themselves.

Common examples of spatial disorientation include:

- · Hunters who get "turned around" and walk miles in the woods in the wrong direction.
- Hikers who become separated from their group and wander the wilderness.
- · Small children who follow an animal or pet away from their home.

Some subjects of searches have underlying medical problems. Examples of these include:

- A depressed/despondent individual who walks into a wooded area, contemplating suicide.
- · An Alzheimer's patient wandering away from a nursing home.

In addition, a missing person may have been a victim of a criminal act who has been abandoned, living or dead, in a remote wooded area.

Searches of this nature require an organized, well-managed, coordinated and comprehensive response from local or state agencies.

#### LAW ENFORCEMENT ROLE

The vast majority of lost person incidents are initially reported to law enforcement. This is, and should continue to be the best and preferred protocol. Law enforcement should be the lead discipline in lost person search management because:

- Each lost person incident has the very real potential of being or becoming a crime scene. Law enforcement is best suited and equipped to respond to and manage these scenes.
- Every lost person search operation should be looked upon as an emergency event, which requires a rapid and coordinated deployment of specialized personnel and equipment.

All resources, including civilian volunteers, must be managed in an organized, efficient manner under the supervision of law enforcement/public safety personnel at the scene.

#### STATE POLICE ROLE IN SEARCH & RESCUE

Overall command and control of a missing person search operation shall remain with the local municipal police department. The local police department shall retain sole responsibility for the operation and command of a missing person search. Upon request by local police department, the Massachusetts State Police shall join a search and rescue operation. The local police shall retain incident command of the operation, with the State Police operating in a supporting role. The State Police shall have the authority to seek assistance from other governmental agencies including the Department of Fire Services and the Massachusetts Emergency Management Agency.

# CIVILIAN SEARCH AND RESCUE COORDINATOR

There shall be a Civilian Search and Rescue Coordinator within the Department of State Police. Said Coordinator shall be a sworn member of the Massachusetts State Police and shall perform the following functions:

- · Work with the Civilian Search and Rescue Administrator
- Supply each State Police Troop commander with a list of resources readily available in his/her region.
- Ensure and maintain minimum standards/capabilities for initiating search and rescue operations in all Troops.
- Act as a liaison for others states' operations involving search and rescues.
- Ensure coordination with MEMA and all other Massachusetts response organizations.
- Maintain regular contact with local municipal police agencies, to encourage MSP activation at an early stage of a search operation.
- · Maintain and update the Massachusetts Search and Rescue Plan.

In addition, the Coordinator, or his/her designee, shall be present at all Search and Rescue Operations in which the State Police participate. He/she shall assist with the contact and coordination of resources, in particular, with the processing and deployment of untrained civilian volunteers. This person shall have the authority to waive certification for civilian resources when necessary.

#### CIVILIAN SEARCH AND RESCUE ADMINISTRATOR

There shall be a Civilian Search and Rescue Administrator within the Department of State Police Headquarters. Said administrator shall be a civilian, and will perform the following functions:

- Ensure that the Civilian Resource lists are accurate and updated.
- · Solicit, identify, inventory and coordinate all resources available for search and rescue.
- · Investigate and apply for grants and other financial assistance
- Prepare and distribute publications relating to search and rescues, particularly to local law enforcement agencies so as to ensure awareness of State Police capabilities.
- Maintain regular contact with local municipal police agencies, to encourage MSP activation at an early stage of a search operation.
- Perform administrative tasks as directed by Civilian Search and Rescue Coordinator.

#### TROOP EMERGENCY PLANNING OFFICER

Every State Police Troop shall have an officer designated as the Troop Emergency Planning Officer. Said officer shall coordinate efforts with the Search and Rescue Coordinator and Administrator for his/her troop and shall be the keeper of resource lists at the Troop level.

A map delineating Troop areas is provided in Appendix A.

# II. MASSACHUSETTS STATE POLICE

#### Massachusetts State Police capabilities for conducting lost person search operations:

#### TACTICAL OPERATIONS PHILOSOPHY

There is an ever-increasing importance placed on effectively providing resources and leadership for special operations during critical incidents throughout the Commonwealth. Therefore, State Police Tactical Operations has established the "Force Package Concept of Operations" to ensure that requests for special operations services are responded to in a manner that is prompt, coordinated and comprehensive. The three elements of the Force Package Concept are command and coordination of personnel, the use of specialized operational resources and the use of general support resources.

#### STATE POLICE PERSONNEL RESOURCES

State Police personnel resources consist of a number of units specifically trained and equipped for managing and conducting lost person search missions. Details of each unit are provided in Appendix B.



# CIVILIAN VOLUNTEERS

Experience has shown that there are two types of civilian volunteers: trained civilian searchers, and untrained volunteers. This is an important distinction because the capabilities of the two are quite different and they must be managed differently by officials at the scene.

#### Trained Civilian Searchers

These are civilians who are already members of an organized and trained group, such as the Berkshire Mountain Search & Rescue Organization (a recognized and utilized resource of the State Police). This type includes dog handlers, experienced hikers, off-duty public safety personnel, and other civilians who have undergone some degree of search and rescue training.

Typically, private search and rescue organizations require that members undergo a certification process. In the event that they are activated by law enforcement for a missing person search, members often arrive fully prepared-i.e., they are dressed appropriately for climate/terrain, and have tools, such as a flashlight and canteen, that will assist them in the search.

These civilians are often suitable for immediate use by law enforcement in front line functions.

#### Untrained Civilian Searchers

These searchers are most often the untrained, unorganized civilian volunteers, be it family members, friends or neighbors of the victim, or anyone else who responds to the scene to assist. The majority of these volunteers are well intentioned, enthusiastic and highly motivated citizens who often prove to be a tremendous benefit to the search effort.

These searchers arrive at the scene of their own volition, and most likely have not had any prior contact with local or state law enforcement search personnel. Instead, their participation is a one-time event and they are unlikely to be interested in any formal, certified training or perpetual involvement in a certified search and rescue organization.

Unlike the case with trained searchers, however, law enforcement officers at the scene cannot verify these persons' capabilities or credentials. If not properly managed, this type of searcher can become a liability. They may become lost or injured themselves during the search.

These civilians require close supervision by officials at the scene, and often are most valuable performing rear echelon support duties.

#### CIVILIAN RESOURCES LISTS

The Massachusetts State Police shall maintain a comprehensive database of all available civilian search and rescue resources. This database shall include:

- organized groups
- individuals who, upon certification, have been approved as a State Police resource

The MA State Police shall publish a list of acceptable courses through which individuals may be certified in search and rescue techniques, and become eligible for inclusion on this list.

This list is to be generated on a regional basis, through the Statewide Search and Rescue Coordinator in cooperation with the Massachusetts Emergency Management Agency, local public safety agencies, and State Police Troops.

Once completed, these lists are to be maintained at the regional Troop headquarters, and updated under the supervision of the Statewide Search and Rescue Administrator. A map delineating each troop with a regional list is attached as Appendix A.

# CIVILIAN RESOURCE LIST / REQUIREMENTS FOR INCLUSION

Civilians who wish to be placed on this list will be required to do the following:

- 1. Submit proof that he/she has attained the age of 18.
- 2. Submit proof of certification by a Massachusetts State Police approved SAR organization.
- 3. Submit to CORI background checks on a yearly basis.
- 4. Submit to Massachusetts Warrant Management System checks on a yearly basis.
- 5. Submit proof, on an annual basis, of a physical examination, verifying that the civilian is in good health.
- 6. Submit Emergency Medical Information form (see Appendix C).
- 7. Agree to abide by all rules and regulations concerning their conduct during the course of the operation, including adherence to motor vehicle laws, and any activation protocol.

The Massachusetts State Police shall determine acceptable certification procedures in the case of dog handlers or civilians with other unique skills.

# A PROTOCOL FOR CIVILIAN SEARCH AND RESCUE

#### CHAIN OF COMMAND

Although it is strongly recommended that local police summons aid from the MA State Police as soon as possible, local law enforcement personnel have the discretion to determine when assistance from the State Police is required during a Search and Rescue Operation. The local police shall retain incident command of the operation, with the State Police operating in a supporting role.

#### COORDINATION OF RESOURCES

The Massachusetts State Police shall serve as a central coordinator for search resources and functions.

#### UTILIZATION OF CIVILIAN VOLUNTEERS

The effective utilization of all available resources is an important component of efficient search management. The volunteer civilian searcher is one of these resources. The Massachusetts State Police has consistently utilized such volunteers. Volunteers who are familiar with the search area may provide an invaluable source of information and insight. In wilderness areas, the knowledge of experienced hunters and sportsman is a resource that should not be overlooked. In urban areas, residential neighborhoods, and non-wilderness environments, volunteers offer information and insight that responding officers may not necessarily possess.

Upon arrival at the scene, MA State Police shall have the authority to activate and mobilize any necessary civilian resource from the regional civilian searchers resources list maintained at the troop level.

The Troop Emergency Planning Officer shall be responsible for ensuring the activation and recall of civilian resources.

#### PROTOCOL FOR THE USE OF TRAINED CIVILIAN VOLUNTEERS

The State Police shall follow the steps outlined below when utilizing trained civilian searchers:

- 1. Upon request from a local police department, the State Police Tactical Operations shall be activated and operational needs shall be assessed.
- 2. The Civilian Search and Rescue Coordinator in consultation with the Troop Emergency Planning Officer shall consult the regional civilian resource lists.
- 3. Necessary civilians shall be activated from that list by the Troop Emergency Planning Officer. Said civilians shall be directed to respond to the scene.
- 4. Activated trained volunteers shall report to a predetermined volunteer staging area where they shall:
  - A. Supply verification of their name, address, and age.
  - B. Submit to an EMT check of their physical condition.
  - C. Sign the Search Waiver (see Appendix D).
  - D. Submit to an equipment check.
  - E. Submit to a brief skills check
  - F. Receive any necessary equipment.
- 5. All trained civilians shall remain in the staging area, pending assignment.

Massachusetts State Police can assign trained volunteers to appropriate duties and functional responsibilities.

#### PROTOCOL FOR THE USE OF UNTRAINED CIVILIAN VOLUNTEERS

The State Police shall follow the steps outlined below when utilizing untrained civilian searchers:

- 1. Untrained volunteers shall be directed to a predetermined volunteer staging area where they shall:
  - A. Supply verification of their name, address, and age.
  - B. Submit to an EMT check of their physical condition.
  - C. Sign the Search Waiver and agree to submit to a criminal record check. (see Appendix D)
  - D. Submit to an equipment check.
  - E. Submit to a brief skills check
  - F. Receive any necessary equipment.
- 2. Volunteers remain in the staging area, pending assignment.

The Massachusetts State Police can assign untrained volunteers to appropriate duties and functional responsibilities, but under no circumstances shall untrained volunteers be allowed within the search perimeter unless under the direct supervision of a designated public safety official.

The Massachusetts State Police shall make every effort to utilize untrained searchers for the following tasks:

- · Manning of perimeter listening posts;
- · Grid searches;
- · Line searches:
- Logistical support;
- · Food distribution;
- · Distribution of informational flyers; and
- Manning of rehabilitation stations.

# V. LIABILITY/LEGISLATION

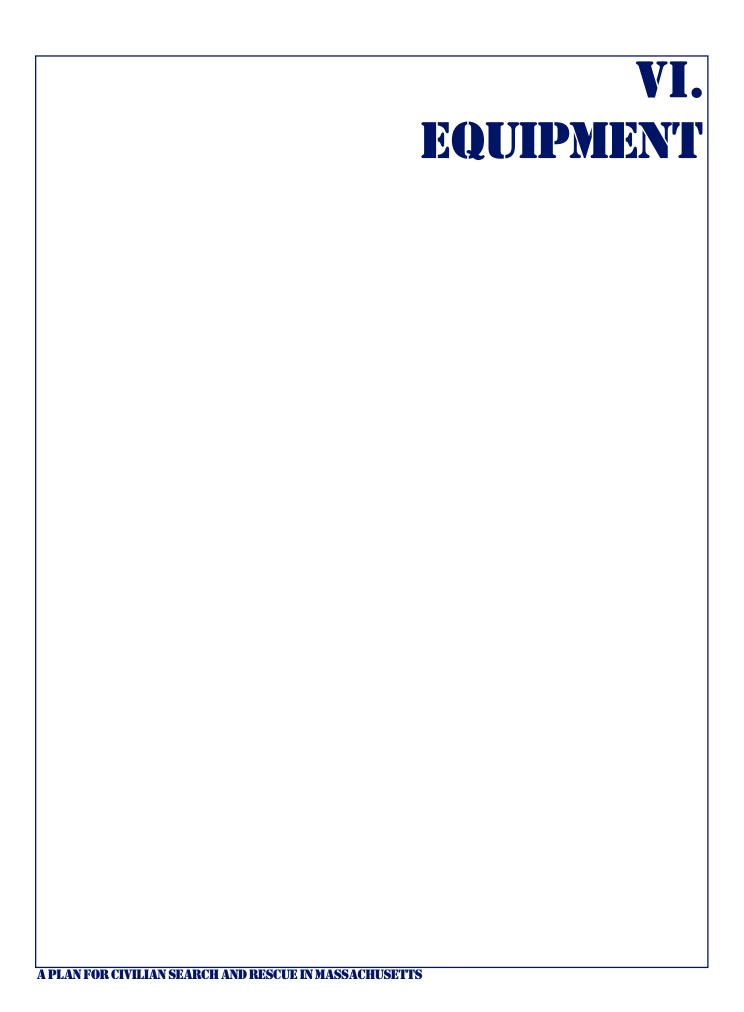
#### LIABILITY

In order to participate in a search and rescue operation, all civilian volunteers shall sign a waiver releasing the State Police and its agents from liability arising out of any incident or occurrence during the search. The current waiver is attached as Appendix D.

#### **LEGISLATION**

In an effort to encourage the participation of civilian volunteers, attempts shall be made to relieve volunteers from liability in appropriate circumstances. The goal of this legislation is to provide protection for benevolent volunteers for actions performed in the course of search and rescue activities. This protection is necessary for a civilian search and rescue component to exist and accomplish their mission without the fear of exposing themselves to liability for legitimate conduct.

Potential legislation to accomplish this goal is attached as Appendix E.

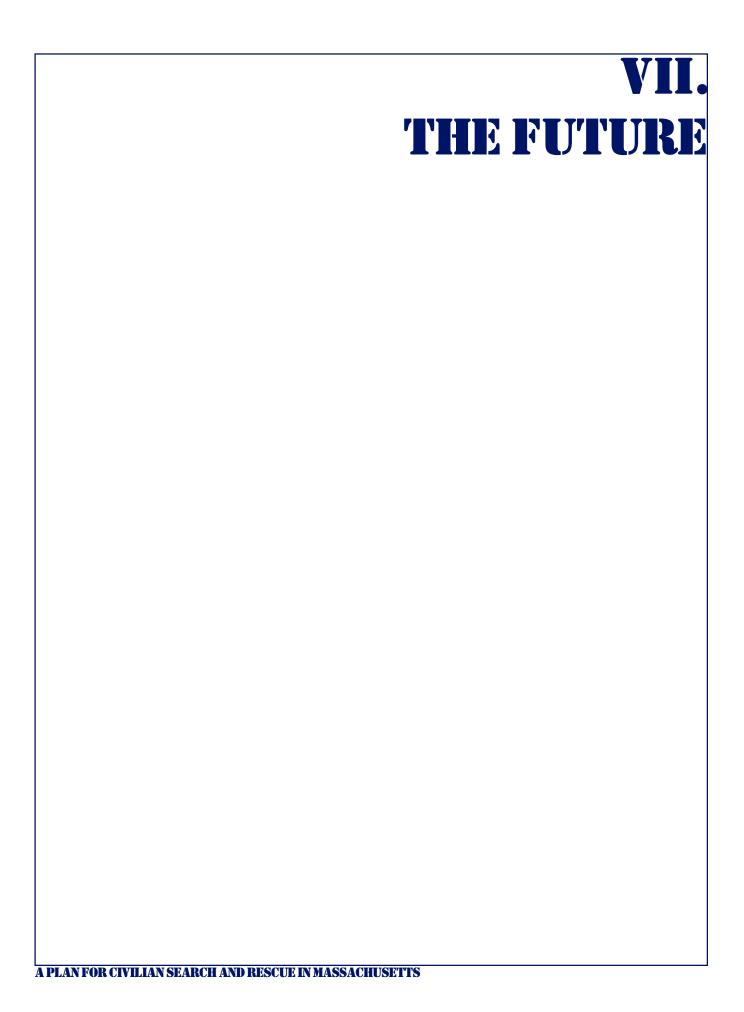


#### **EQUIPMENT**

The State Police shall make every effort to obtain necessary equipment to be utilized by participants in search and rescue operations. Such equipment shall be stored so as to ensure that is readily available for searches across the Commonwealth.

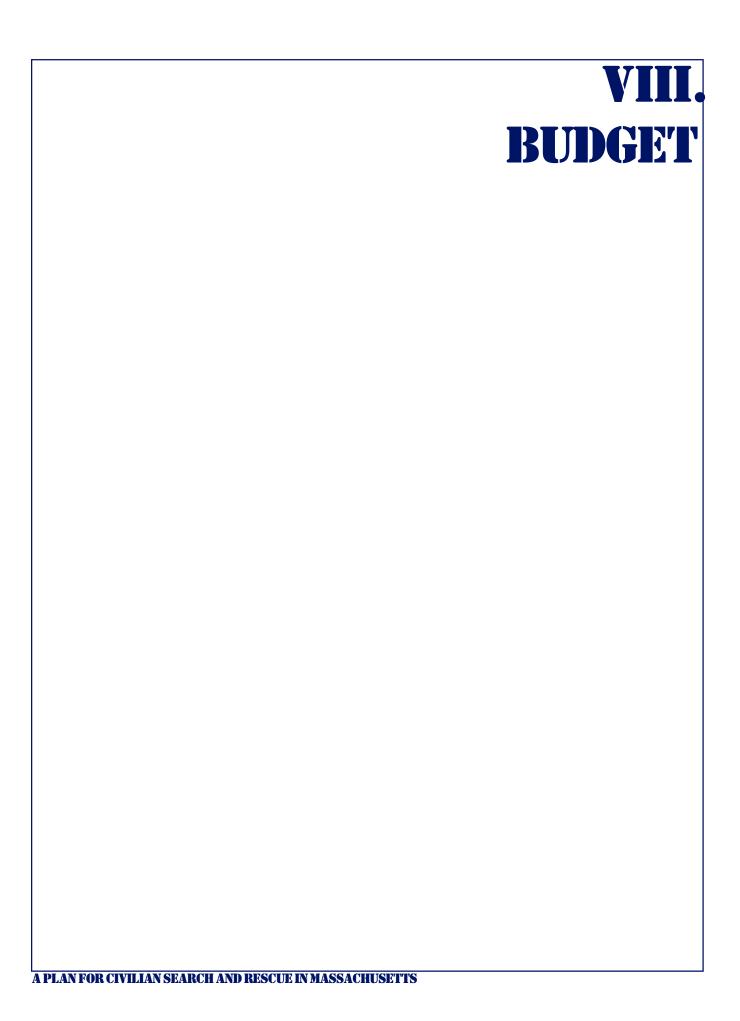
Examples of equipment which shall be sought for search and rescue operations include:

- Vests enabling law enforcement at the scene to quickly identify personnel that have been processed and integrated into the search, as opposed to person(s) who may have wandered into the scene and are searching in an unsupervised manner.
- Flashlights;
- · Topographical maps;
- · Compasses;
- · Portable color printers enabling printouts of topographical maps; and,
- · Laminating machines enabling weather proofing of topographical maps.

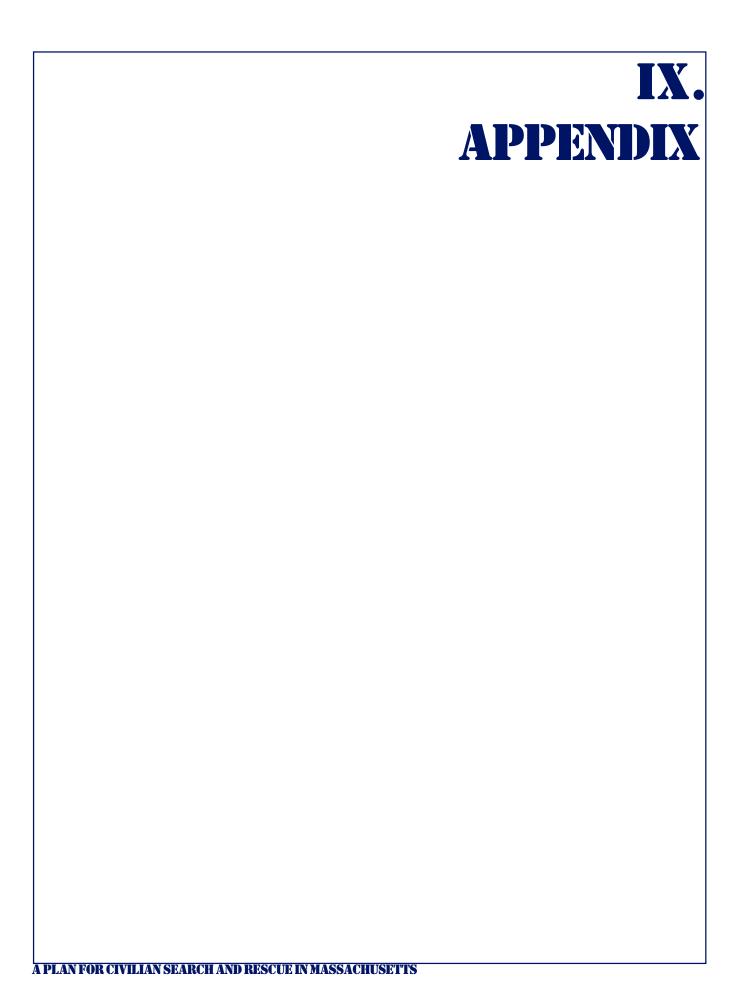


#### THE FUTURE

As additional information is received by the Massachusetts State Police regarding missing persons search and rescue operations, and as technology and tactics evolve, it is expected that this plan will be updated accordingly to effectively incorporate and disseminate such information.

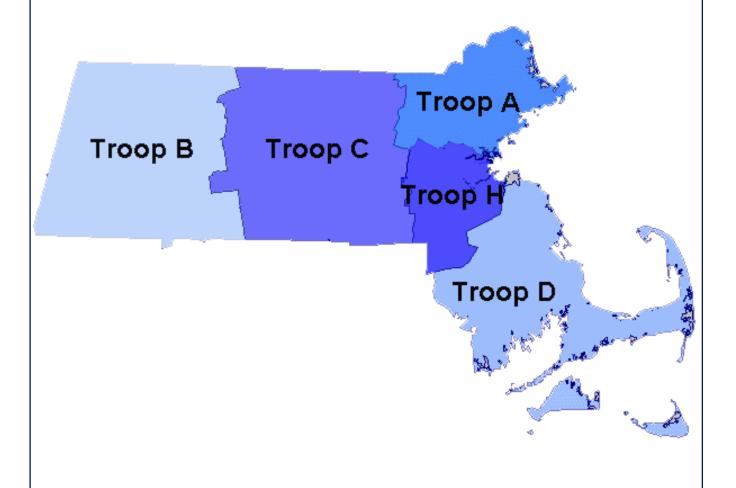


	Civilian Search Team I	Budget						
			One-Time		Annual Cost		Total Budget	
Personnel	* Civilian Search Team Director (Civilian Contractor)	\$	25,000	\$	25,000	\$	50,000	
Supplies	Topographical Maps (5 @ \$600/set)	\$	3,000			\$	3,000	
	USGS Topographical Software (5 @ \$49/ea)	\$	245			\$	245	
	Misc. Admin Expenses (postage, travel, software)			\$	5,000	\$	5,000	
Equipment	Global Positioning Devices (hand held) (5 @ \$200/ea)	\$	1,000			\$	1,000	
	Laptops 5 @ \$1,500/ea)	\$	7,500			\$	7,500	
	Laminator (5 @ \$250/ea.)	\$	1,250			\$	1,250	
	Color Printers (5 @ \$1,000/ea)	\$	5,000			\$	5,000	
	Compasses (50 @ \$40/ea)	\$	2,000			\$	2,000	
	Whistles (100 @ \$2/ea)	\$	200			\$	200	
	Glow Sticks (500 @ \$1/ea)	\$	500			\$	500	
	Tents (5 @ \$200/ea)	\$	1,000			\$	1,000	
	Helmets (100 @ \$20/ea)	\$	2,000			\$	2,000	
	Headlamps for Helmets (100 @ \$50/ea)	\$	5,000			\$	5,000	
	Binoculars (50 @ \$65/ea)	\$	3,250			\$	3,250	
	Eyeprotection (100 @ \$2/ea)	\$	200			\$	200	
	Vests (250 @ \$7/ea)	\$	1,750			\$	1,750	
	Flashlights (100 @ \$4/ea)	\$	400			\$	400	
Training	State Police Trooper			\$	6,000	\$	6,000	
Total			\$ 59,295	9	36,000		\$ 95,295	
to approximate	 1 expected to be higher due to organizational efforts. Subseque ly 50% funding as ucture will be in place.	ent years, co	st will drop					



# **APPENDIX A**

# MASSACHUSETTS STATE POLICE TROOP REGIONS



# MASSACHUSETTS STATE POLICE SEARCH AND RESCUE CAPABILITIES

#### S.E.R.T TEAM

The responsibility of commanding, managing, and conducting lost person searches, including search strategies, assessments and methodologies, has become critically important. Command and management of these operations requires extensive knowledge, skill, experience and expertise for successful operations. The Massachusetts State Police has established the Special Emergency Response Team (S.E.R.T.) for the express purpose of managing and conducting lost person search operations.

The following characteristics help to ensure the operational readiness of the Special Emergency Response Team:

- SERT supervisors are all certified in NEWSAR Lost Person Search Management;
- Each team member is trained and certified in land navigation and orienteering for map & compass operations;
- Each team member is certified as a "Pathfinder" for joint operations with State Police Air Wing;
- Team members are trained to coordinate and participate in "combined arms" deployments (teams comprised of other agency and volunteer personnel);
  - Team members are cross-trained with the Environmental Police for joint search operations;
- The Special Emergency Response Team is equipped with all-terrain tracked Small Unit Support Vehicle (SUSV) for transportation into and out of isolated rugged areas.
- Team members are equipped with the following specialized equipment items for protracted wilderness operations:
- 1. Global Positioning System (GPS)
- 2. Compasses
- 3. Machetes
- 4. Sleeping bags
- 5. Glow sticks and colored smoke for signaling and vectoring aircraft.

## APPENDIX B

#### K-9 UNIT

The Massachusetts State Police K9 Unit has 26 K9 handlers who provide statewide coverage seven days a week, twenty-four hours per day. Current deployment allows for response to and arrival at any location in the Commonwealth in less than one hour.

K9 Unit handlers receive the following training:

- All K9 handlers are trained in "hasty search" techniques critical to initial search efforts;
- All K9 handlers are NEWSAR certified in managing missing person search incident training (Search management and strategy training) and SAR Incident Command System (ICS).

The State Police K-9 Section is equipped with the following specialized equipment Items for use in a lost person search:

- Night vision goggles;
- · Bionic Ear devices (used for wilderness long distance listening capability);
- · Hand held GPS as well as Linzatic compasses;
- · CD-ROM TopoScout computerized map systems; In addition,
- All K9 teams are equipped with current, colored 1/25000 topographical maps of the entire state.

#### TACTICAL EMT'S

The Massachusetts State Police currently has a cadre of 32 Emergency Medical Technician certified troopers who deploy into the field with MSP Tactical Operations personnel and other search teams to immediately provide (remote on-scene) emergency medical assistance to either victims or searchers who become injured during an operation. The following characteristics help to ensure the operational readiness of the Department's Tactical EMT's:

- Every EMT-Tactical has attended and is certified in the federal government's Counter Narcotics & Terrorism Operational Medical Support (CONTOMS) course for advanced field emergency medical care for severe trauma injury in forward operating arenas.
- EMT-Tactical teams are equipped with advanced field medical packs and emergency evacuation gear (Reeves stretchers) for removal of injured persons from isolated wilderness locations.
- EMT-Tactical teams respond to critical incident scenes with the Tactical Operations Emergency Response Vehicle (ERV) which is stocked with medical and support equipment for deployment into the field.

## APPENDIX B

#### **AIR WING**

The Massachusetts State Police Air Wing deploys advanced technology on an aerial search platform to support lost person search missions. The Air Wing can provide the following resources and capabilities:

- · 3 utility helicopters;
- Technisonic police radios direct communication with any police agency Providing simulcast relay
- · 30 Million candlepower NIGHTSUN search light;
- Thermal imaging (heat detecting) system providing night operational capability for conducting searches;
- · Microwave downlink transmitter for thermal imager/color video camera;
- · Night vision goggles;
- · Moving map/GPS
- · Repelling/short haul
- · Mountain rescue
- Water rescue
- Medivac equipped

#### **MOUNTED UNIT**

The Tactical Operations Mounted Unit currently maintains 15 mounts for deployment to assist at lost person searches. The Mounted Unit is regularly deployed to cover large isolated areas, which they can quickly and effectively cover. Mounted Unit riders have been deployed in lost person searches from Mt. Greylock in the Berkshires to Martha's Vineyard.

#### UNDERWATER RECOVERY UNIT

The Underwater Recovery Unit currently has 26 Rescue/Recovery divers. Divers of the Underwater Recovery Unit are automatically activated to provide water operations assessment and planning when the search area contains a body of water possibly involved in the search.

## APPENDIX B

#### INCIDENT MANAGEMENT ASSISTANCE TEAM

The Incident Management Assistance Team (IMAT) is comprised of a cadre of 14 command post specialists, trained in advanced incident management procedures, techniques and equipment. Each IMAT member is:

- Trained and certified in the NEWSAR program; "Managing the Lost Person Incident";
- Provided with advanced training in incident planning, staging area management, resource management, tasking board maintenance, and communications coordination;
- Trained in the CD-ROM Toposcout program for search area tracking and sectoring, and can provide "hardcopy" colorized topographical map copies to individual search teams:
- Trained in and utilizes the CASIE 3 computer program for maintaining statistical analysis/probability projection for search operations. (IMAT has established an arrangement with the author of CASIE 3 whereby he works directly by telephone with IMAT as the search is ongoing to provide his expert utilization of the system)

#### **IMAT** Team members:

- Staff the 3 MSP mobile command posts available for deployment to critical incidents;
- Coordinate with each of the Troop Emergency Planning Officers in the 5
   Troop Headquarters for access to Troop resource list organizations, for example, K9 search groups certified by MSP as a K9 resource within that Troop; and,
- Coordinate with other organized agencies for search operations, such as the Environmental Police, Berkshire Mountain Search and Rescue, Dept. of Environmental Management, etc.

## **APPENDIX C**

# MASSACHUSETTS STATE POLICE EMT HEALTH FORM

# **APPENDIX D**

# CIVILIAN WAIVER FORM

#### **SEARCH AND RESCUE VOLUNTEER WAIVER**

	tand the nature of the work for which I have <b>volunteered</b> .  o. I certify that I am qualified and physically capable of in relative to search and rescue operations.
operations, I understand that I am not an agent of receive no salary from the Commonwealth. I furt	the Commonwealth or the Department of State Police. I her understand that I am not entitled to Workers' cipating in search and rescue operations, and am expected to
I agree to obey, without question, the directives of accompany on search and rescue operations.	f any member of the Department of State Police that I will
liability, suits, damage, injury, loss, claims, demand way relating to my voluntary participation with the including travel to and from such operations. I full	charge the Commonwealth of Massachusetts, the employees, agents, successors and assigns from any and all ds, and actions of any kind and nature, arising from or in any e Massachusetts State Police in search and rescue operations ly understand that I must obey all laws of the Commonwealt nor traveling to or from any search and rescue operations.
I also freely grant the Department of State Police of utilizing the information provided by me below.	or its designee the right to investigate my criminal backgroun
This release of liability is executed freely and volur included herein.	ntarily, with full knowledge and understanding of the contents
Volunteer's Signature	Volunteer's Printed Name
Address	Phone Number
Social Security Number	Date of Birth
 Date	

# PROPOSED LIABILITY LEGISLATION

Chapter 231 of the General Laws, as appearing in the 1998 Official Edition, is hereby amended by adding the following section:-

#### Section 85AA.

No person duly registered by the Department of State Police as a search and rescue volunteer who renders assistance in a search and rescue operation under the direct control and instruction of the Department of State Police and no other person who volunteers in a search and rescue operation and renders assistance, supervised by and under the direct control and instruction of the Department of State Police, shall be liable in any suit for damages as a result of any acts or omissions committed by said person in the course of a search for a missing person, if said person acts in compliance with the Massachusetts State Police Search and Rescue Plan, unless such acts or omissions constitute willful, wanton or reckless conduct.